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ABSTRACT

Addressed to State board of education members, this document discusses career education in terms of national models, evaluation, and implementation. Section 1 presents an overview summary of the research paper contained in section 2. The research paper is by Edwin L. Herr of the Division of Counseling and Educational Psychology, Pennsylvania State University. Topics discussed are trends that led to career education (technological complexity, self-awareness in choice, education and work), four national models, variations at the State and local levels, how career education really works, evaluating career education, and controlling and justifying the costs. The four models are: (1) the school-based or comprehensive model, (2) the employer-based or experience-based model, (3) the home/community-based model, and (4) the rural/residential-based model. Action alternatives presented in section 3 are recommendations to State boards made by the National Association of State Boards of Education (NASBE). Section 4 consists of footnotes and an annotated bibliography. (TA)

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THE IMPERATIVE OF LEADERSHIP

Volume II, Number 6

A REPORT ON CAREER EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Volume II contains to date: *Declining Enrollments* (No. 1); *Developing Consistent and Cooperative Constituency Linkages* (No. 2); *Developing Board Agendas That Focus On Policy* (No. 3); *Developing Effective and Visible State Boards of Education* (No. 4); and *Community Education* (No. 5).

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A REPORT ON CAREER EDUCATION

CONTENTS

PREFACE ii

SECTION I — Overview Summary 1

SECTION II — Career Education 3

Career Education – What Is It? 5

The National Models 5

Evaluating Career Education 9

Implementing Career Education In Your State 11

SECTION III — Action Alternatives 13

SECTION IV — Appendix 14

Footnotes 14

Annotated Bibliography 14

PREFACE

This report on *Career Education* is sixth in a second volume of reports on timely issues of concern to State Boards of Education. Publication of these *Imperative of Leadership* reports is made available to all NASBE members with funds provided by the Elementary and Secondary Education Act of 1965 (ESEA, Public Law 89-10, Title V, Section 505), through the State of New York.

The first report in this volume, on *Declining Enrollments,* was published with funds provided by the National Institute of Education (NIE). Other reports on the following topics are being prepared in this series of issue packages:

- **Developing Consistent and Cooperative Constituency Linkages**
- **Developing Effective and Visible State Boards of Education**
- **Developing Board Agendas That Focus on Policy**
- **Community Education**
- **Alternative Methods of Teacher Certification**

An eighth issue package on ***Preventive Health Education*** will be published early next year, and is being funded through the Department of Health, Education and Welfare, Center for Disease Control, Atlanta, Georgia.

The report that follows is organized into four sections. Section I presents a condensed *Overview Summary* of the research text contained in Section II. Section III, the *Action Alternatives,* contains recommendations developed by the NASBE staff. Section IV is an *Appendix,* consisting of Footnotes and an Annotated Bibliography.

NASBE wishes to express its appreciation to Dr. Edwin L. Herr, Professor and Head, Division of Counseling and Educational Psychology, Pennsylvania State University, who wrote the research text.

Grant L. Anderson
NASBE President

December 1976
Denver, Colorado

SECTION I

Overview Summary

The Education Amendments of 1974 (P.L. 93-380) define career education, in part, as a process designed to increase the relationship between schools and society; provide opportunities for counseling, guidance and career development; and extend the concept of the education process beyond the school into the areas of employment and the community.

Since 1971, more than 5,000 local education agencies (LEA's) have initiated some kind of career education program, and at least seven states have enacted laws to support the idea. As Dr. Herr notes, "the rapid expansion of career education across the country makes it difficult to talk about a typical career education effort."

Career education resulted partially from criticism leveled at formal education in this country—that it had lost its sense of purpose and that its typical curricula did not always assure the student a reasonably secure place in adult, working society.

Some changing social conditions that also influenced the evolution of career education programs, according to the U.S. Office of Education (USOE), are the high unemployment rate among the nation's youth; the knowledge that about 76 per cent of high school students are enrolled in college preparatory programs, even though it is estimated that only two out of 10 jobs will require a college degree; and the fact that about 2.5 million students enter the labor market each year without adequate preparation.

Dr. Herr contends that students today often are not aware of their career options and, therefore, are precluded from making fully rational career decisions. Career education attempts to correct this deficit by reflecting the real social and occupational trends with which students must cope.

An increasingly complex technology, the demand for self-fulfillment and the necessarily complementary nature of education and work all call for an education system that helps students choose, plan and prepare for work that is appropriate to their skills, needs and desires. To these ends, career education differs from vocational education in that it includes self- and career-awareness in addition to career preparation.

Career education programs can take several forms, among them the following four models:

- **The School-based or Comprehensive Model,** in which the formal educational structure is infused with career education concepts, experiences and skills, *from K-12,* and all curricula provide career-oriented information. Occupational preparation is viewed as the responsibility of the entire education system, rather than just that of vocational education.
- **The Employer-based or Experience-based Model** assumes that an *alternative* to the formal K-12 operation is required and that the community can act as a "learning laboratory" in this endeavor. This model attempts to individualize career education for each student through work/study programs, individual projects and the like.
- **The Home/Community-based Model** provides career education programs to adults and does not attempt to teach attitudes and skills directly. Rather, its function is to be a clearinghouse for career information to adults who need or require it.

• **The Rural/Residential-based Model** refers to a specific experimental career education model in Glasgow, Montana which attempts to aid economically disadvantaged rural *families*. As an intervention program, it goes beyond career education and training to include recreational and cultural opportunities, remedial education, day care, and placement and follow-up services.

The Critics Say

Dr. Herr delineates several criticisms of career education, including:

• Career education works to limit the occupational or social mobility of minority groups. Rather, it seeks to allow persons to become knowledgeable of *all* their opportunities, thus enhancing their ability to choose a career suited to their needs, interests and abilities.

• Career education is only a contemporary name for vocational education. Dr. Herr contends that the goals of career education are broader for two reasons: (1) they focus on awareness, planning and decision making in addition to actual job preparation; and (2) in many instances, students in *all* curricula are being served.

• Career education is at odds with higher education and intellectual endeavors. Career education supporters recognize the value of many life styles and do not devalue careers for which postsecondary education is not requisite. Students ought to choose college because they want or need it; not because they don't know what else to do.

How It Works

In some communities, elementary grade students regularly tour the school, invite workers to their classrooms and write stories about the job opportunities they have observed. Another example is provided by the cafe owner who turns his restaurant over one day a week to secondary students who operate it. The proprietor donates his time to train and supervise the students.

Dr. Herr cites USOE data showing that, in some areas, students who participated in a "planned career education program" scored higher on achievement tests than did a control group of students who did not take part in the program. To be fair, some reports show little or no difference in achievement between students who participate in such programs and those who do not.

State Board of Education members interested in initiating a career education program in their states are advised to:

• Visit a successfully operating career education program to observe the processes used and to discuss the program rationale.

• Become familiar with career education programs in other states and with the federal view. The Office of Career Education, USOE, has published resource material that describes career education activities by state and territory.

• Consider employing an expert in the field to conduct a workshop on the concepts involved, existing models, planning, techniques, costs and pertinent criticisms.

• Appoint a coordinator from within the state department of education to supervise the development of a state plan on career education.

• Establish a community-wide information network to publicize career education efforts in your state, serve as a state resource on such activities and receive input from the community.

It is suggested that career education can increase the relevancy of school for many students, serve as a vehicle for acquiring basic academic skills, enhance student planning and purpose in education and decrease student truancy. □

SECTION II

Career Education

By Edwin L. Herr, Professor and Head
Division of Counseling and Educational Psychology
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University Park, Pennsylvania.

Career education is a reaction both to criticisms of American education and to changing social conditions.

The immediate initiative leading to the introduction of career education in 1971 by then Commissioner of Education Sidney Marland, Jr. was the apparent need for reform in American education. Throughout the history of the American Republic there has been a continuing debate about the values and goals of education. Should it be practical? academic? utilitarian or personally fulfilling? preparatory for work, for life?

Beginning in the late 1940's, the criticisms of education mounted and became more specific. Concerns were expressed that American education had lost its sense of purpose and that its typical curricula—college preparatory, vocational education, general education—were dividing students and learning in arbitrary ways. In many instances, students were classified as good or bad depending on the curriculum they followed, rather than on their abilities or achievements. Because of administrative decisions, students following particular curricula were often locked into a course of study without being permitted much flexibility to explore areas or gain skills considered to be a part of another curriculum.

In addition to perennial debates about educational philosophy and direction, several social problems emerged as national issues during the past decade. Since many view education as responsible for preserving and improving society, such problems have been cited as indications of educational failure and as a partial rationale for implementing career education. Among them are:[1]

- The high rate of unemployment and high job turnover among the nation's youth. Among minority youth, unemployment is sometimes four times greater than the adult unemployment rate.
- The fact that about 76 per cent of high school students are enrolled in college preparatory programs although projections through the 1980's are that a college degree will be required for only two out of 10 jobs.
- The high and persistent attrition rate among college students which indicates that only one out of two entering students ever completes college and gets a bachelor's degree.
- The statistic that 2.5 million students leave the formal educational system every year without adequate preparation to enter the labor market.

Whether it is fair to attribute each of these problems to a failure in education alone is debatable. However, such statistics have led various observers to argue that several concerns underlie these problems and educators must find ways of doing something about them. For example, some observers believe that self- and career-exploration often begin after young people have completed their formal education. Thus, students are unclear about interests and goals and unprepared to choose, plan or prepare for their next steps, either educational or occupational. In addition, many persons believe that there often is insufficient or no relationship

between classroom activities and "real life." Further, some observers believe that essential learning for today's society cannot be confined to the classroom but must include direct exploration and training in the community.

In either criticizing or debating educational directions, however, it is always necessary to recognize that education does not occur in a vacuum. The products of education must be viewed, in relation to the skills persons require, as a function of social change. For this reason education must always be adapting to reflect social and occupational trends with which students must cope. Three current trends are relevant here.

1. Technological Complexity. As increasingly sophisticated machines and production processes have become the standard in America's business and industrial sectors, occupational specialization has increased. With such specialization have come more options for most people—both in the kinds of work available and in terms of choosing whether or not to make work central to their lives.

However, unlike pre-World War II days when most people lived in small towns or on farms and the different kinds of work available were quite visible, work today is often hidden behind high fences, large walls or in skyscrapers. Thus, both youth and adults are "walled off" from their available choices. They are divorced from direct information about work activities or the rewards of different kinds of work that they need as the bases for their decisions.

Experiencing a lack of information about life choices or how to gain access to various forms of work is a major paradox in a society in which popular writers have talked about the dangers of information overload. The incongruity results as our society features instantaneous communication through television and radio about global newsworthy events and famous people, yet provides few mechanisms to assist people to clarify their personal perspectives on life, analyze their strengths and weaknesses or determine and get the information they need to plan, choose and prepare for their work.

2. Self-Awareness in Choice. When work or education are scarce or only for an elite segment of the population, self-understanding is not a major factor in choice. However, as work opportunities are varied and available to most people, even during periods of economic downturn, the possibility of acquiring work that satisfies individual needs and characteristics increases. So, too, does society's expectation that people will choose education, occupations and careers for other than economic reasons.

Contemporary America has been described as an identity society rather than a survival society. This status is a product of advanced industrialism and constantly emerging technologies which permit American citizens considerable freedom of choice, different life styles and growing leisure time. But the very freedom and wide-ranging opportunities that comprise America's strength require its citizens to be more responsible for what they become than is true in many other nations. As artificial barriers to education and work, like sex, race or religious belief, are struck down in law and in practice, individual responsibility to choose knowledgeably and effectively rises. As modern technological and organizational changes create opportunities for individual choice, they also induce decision stress and unprecedented needs for information and planning skills.

3. Education and Work. In a complex society which offers a freedom of choice in work and education, education becomes the one possible mechanism that reaches all people and has the potential to help them choose, plan and prepare for the work they will do, their use of leisure time and the philosophy of life they will hold.

For these reasons and others, education and work are no longer separate aspects of life. *There is a direct relationship between the type and caliber of education one acquires and the kinds of jobs one can get, or perform.* More important, in most instances today people no longer go to school and then go to work. Rather, schooling and work continue to be interdependent throughout life. Again, in such conditions, the abilities to choose and to plan become important skills.

CAREER EDUCATION—WHAT IS IT?

As the factors giving rise to career education suggest, this is a term that encompasses broad goals. The U.S. Office of Education has defined it as follows:

"Career education is the totality of experiences through which one learns about and prepares to engage in work as part of her or his way of living."[2]

The Education Amendments of 1974 (P.L. 93-380) define career education as a process designed to:

- increase the relationship between schools and society as a whole;
- relate the curricula of schools to the needs of persons for functioning in society;
- provide opportunities for counseling, guidance and career development for all children;
- extend the concept of the education process beyond the school into the area of employment and the community;
- foster flexibility in attitudes, skills and knowledge to enable persons to cope with accelerating change and obsolescence;
- eliminate any distinction between education for vocational purposes and general or academic education.

In practice, career education varies among educational levels, settings and geographic regions. Since 1971, at least one-third of the approximately 17,000 local education agencies (LEA's) in the United States have initiated some kind of career education activity. At least seven states have enacted laws supporting career education and at least 26 states have used state-appropriated funds to support career education activities. Virtually all states and territories now have career education coordinators and position papers describing the state's view of career education. Most career education activities have occurred from kindergarten to grade 12, with particular emphasis in elementary and middle schools. But career education models and operational programs have also been emerging in higher education and in community settings.

The rapid expansion of career education across the country makes it difficult to talk about a "typical" career education effort. However, four national career education models are in various stages of development or implementation and from these seminal formulations, many state and local variations have been derived. A brief review of these national models and a description of the types of activities that exist in various state and local programs should put career education into practical perspective.

THE NATIONAL MODELS[3]

Career Education Model I is known as the School-based or Comprehensive Career Education Model. Its original intent was to revitalize education by infusing the curriculum from kindergarten to grade 12 with career education concepts, exercises and skills. All subject matter—that is, English, mathematics, science, history—includes information to make it more career-oriented. Extensive community, industrial and business participation in providing field sites for exploration and preparation, widespread use of cooperative education processes which integrate classroom theory with planned and supervised practical experience at an employment site, and the placement of every student leaving secondary school into either a job or a higher education program have each been stressed as essential to the success of such a school-based model.

The school-based model tries to reorient the educational system from within by infusing it with ideas, experiences and skills which traditionally have not been provided systematically to all students. Even though most philosophies of education support the importance of self- and career-understanding, planning and

preparation for work, in most instances such opportunities have been provided to only a minor portion of the student population. Occupational preparation has usually been considered the responsibility of vocational education, although those students who choose it often have been relegated to second class status in schools. And sometimes, the actual availability of vocational education offerings was quite limited or restricted to only a small number of the occupations in which students are interested. More important, perhaps, admission to vocational education has usually assumed that a student has made a serious choice of an occupation to which he or she will be committed for a long time.

However, the exploratory opportunities which should precede such choices have rarely been clearly and systematically provided to students. In many instances, self-understanding and awareness of educational and occupational opportunities were assumed to occur as by-products of typical academic fare rather than being treated as important in their own right.

The three social trends discussed above (technological complexity, self-awareness in choice and education and work), as well as a number of research studies, have shown that it is not easy to "grow up" and become a successful worker in today's America. The choices are complex and often unclear; personal self-understanding is often hard to achieve; and being a successful worker is not only having technical job skills but also knowing how to search for and apply for work, getting along with co-workers and supervisors and having appropriate work habits. These educational emphases are important to all workers—blue-collar and professional, the high school dropout and the college graduate.

Specifically, the programs that are developing from the school-based career education model share the following purposes:

- to acquaint students more intimately with a wide variety of career opportunities through each of their school experiences;
- to insure that every student receives an education that integrates academic skills, social development and career preparation; and
- to provide students with a continuing awareness of educational choices important in career planning.

This model also acknowledges the need for extensive and coordinated guidance and counseling programs that help students develop self-awareness, self-confidence and mature attitudes, as well as matching interests and abilities against potential careers.

Career Education Model II is known as the Employer-based or, more recently, the Experience-Based Model. In contrast to the school-based model which attempts to redirect and infuse the formal educational structure with career education emphases, this model assumes that *alternatives* need to be found for some students. There are students who are not comfortable within the constraints of formal classrooms and school buildings; but they still need to acquire basic academic skills, self-understanding, career awareness and career preparation.

The experience-based model views the community as a learning laboratory capable of providing many opportunities to individualize direct student experiences with the world of work. Such a program emphasizes educational experiences that are available in such settings as scientific and medical laboratories, warehouses, construction and housing projects, parks, museums, banks, insurance companies, hospitals, factories and prisons. Experience-based career education begins by identifying those learning elements that all students need to acquire, and then locates actual work or other adult activities in which students can learn these specific elements. In this way, students can experience adult-centered work, directly explore possible career preferences, learn specific job skills on the job while they acquire the same educational credentials as are provided in the formal educational structure.

The essence of this program is in its intent to individualize career education for each student through individual projects or behavioral contracts, work-study,

cooperative education and other methods. Relatively few restrictions are placed on the means by which knowledge, skills, attitudes and motivation are imparted to students. It is intended that a student enter and re-enter the program freely with options of returning to the traditional school program, getting a job or going on to further education.

Career Education Model III is known as the Home/Community-based Model. In this model, the intent is to provide career education to adult populations in a local community, particularly to those who are homebound.

For example, in most communities there are populations of women who have been out of education or the labor force while their children are pre-school. As their circumstances change, many of these persons wish to receive additional training, financial aid or employment, but they lack either the confidence or the information to do so.

Therefore, the home/community-based model is an effort to enhance the employability and understanding of career options among out-of-school adults through the systematic integration of mass media, referral centers, individual counseling and community resources. Unlike the other national career education models, this one does not attempt to teach skills and attitudes directly. Rather, it is an information clearinghouse and a process by which interested persons can assess their career interests and identify ways by which they can be met in the local community.

Career Education Model IV is known as the Rural/Residential-based Model. This model works by trying to determine whether all the members of economically disadvantaged rural *families* can be helped to improve their economic and social conditions through an intensive program at a residential center. Instead of training only the head of a household, this model provides services for the entire family. With a focus on chronically underemployed, multiproblem rural families, the interventions of this model are not confined to occupational emphases or career counseling and training. They also involve recreational and cultural opportunities, remedial education and guidance for the children, day care, homemaking and family development skills for the parents, placement and follow-up support.

During the occupational training segment of the program, extensive use is made of individualized diagnosis and prescriptions. Student study plans are written to recognize already existing skill levels as determined by pretesting. Validation of occupational competencies is based on the achievement of stated performance objectives as assessed by post-tests. Prior to occupational preparation, each student undergoes an extensive career guidance and career development program, including foundation education in math and communication skills.

Variations at the State and Local Levels

Because of its comprehensiveness, career education Model IV has not been provided outside of its national site at Glasgow, Montana. However, each of the other three national models has been adapted in varying degrees to local and regional needs throughout the country. By far the most extensive adoption of the national models has involved the school-based career education Model I, although Model II, with its emphasis on an experience base, is becoming increasingly popular also.

When variations on the school-based or experience-based models occur in local settings, many factors influence the shape of the program that actually results. Some of these factors are the resources available, the characteristics of the students being served, rural/urban location, the amount of community cooperation, and whether the program is K-12 or confined to only one educational level (for example, the elementary school).

Within the diversity of local career education programs, however, there are some general principles which seem to be common:

- **Career education cannot be accomplished by any one group of specialists alone.** Teachers of all types and at all levels and counselors, administrators, personnel in community settings and parents each have contributions to make.
- **Career education activities must be planned and coordinated.** They can not simply be random add-ons to existing curricula.
- **Career education is not just another title for vocational education.** Career education involves all students and includes self- and career-awareness, exploration and decision making, as well as preparation.
- Career education has operational implications for each educational level: elementary school, middle/junior high school, senior high school. The sequence of emphases appropriate to these levels is awareness, exploration, preparation.
- **Career education can be done in many ways. There is no one right way.** While many resource materials and program guides are available, the ingenuity of teachers and counselors in developing or adapting career education experiences and activities is the major variable.
- Career education is not another curriculum competing with college preparation, vocational education or general education. Instead, it is a set of ideas and experiences which can be integrated into each of these to increase their career relevance.

How It Really Works

Space limitations prevent detailed discusssion of career education programs in action. But, it is likely that some actual examples are useful to illustrate the types of activity and diversity represented.

Cashmere-Peshastin-Dryden Public Schools, Washington. In one elementary class, students spend about 20 minutes a day for three weeks exploring the variety of occupations within their own school. After touring the school to look at the different types of work done, student committees invite workers (e.g., secretaries, cooks, janitors, bus drivers) to their classes and interview them about their jobs. They then write stories and draw pictures about the workers. The students also visit the workers for more detailed learning about their jobs (including demonstrations), have their pictures taken with them and write thank you letters for the help they have received.

Mesa, Arizona. In a middle school unit called "Telefiction," students use science fiction as a spur to investigate different careers. After reading science fiction in the first lesson, students survey jobs in the television industry. They complete forms for a social security number and a job application and are interviewed for a job of their choosing by a student "personnel director." The hired students then simulate the development of a futuristic television program. The unit ends with a field trip to a television studio.

Spencer, New York. English teachers, guidance counselors and a career education project staff team teach a course called "Careers in Fact and Fiction." Through short stories, plays, poems, magazine articles, field trips and individual study, students explore a variety of work roles and work values as they develop their own future plans.

Ceres, California. On his day off, a local cafe owner has turned his restaurant over to students who run it themselves. They take on all the necessary roles, he provides the students with food at wholesale prices and they collect the day's profits for use in class projects. The owner donates his own time to train and supervise students as they operate the cafe.

Woodbridge, New Jersey and Columbia, South Carolina. Gifted and talented students are matched with community persons—executives and other pro-

fessional persons who act as "mentors" on a continuing basis to help these students explore indepth areas of particular interest.

Many other examples of interest centers, gaming, role playing, field trips, subject matter orientation, direct experiences in the community and innovations in instructional delivery systems related to career education could be cited. Suffice it to say that the existing literature describing career education programs lists hundreds of specific techniques which have been used in different settings.

EVALUATING CAREER EDUCATION

The history of career education as a national priority of the U.S. Office of Education is short—it totals five years or less. Therefore, its long-range effects on education, individual skill attainment, or on society are still to be determined. Even so, short-term student gains in career education programs are becoming available and they seem to be positive. Among such results are:

- In Lincoln County, West Virginia, it was found that students in grades 1-6 who participated for two semesters in a planned career education program scored 11 per cent higher on language achievement, 24.5 per cent higher on mathematics achievement and 18 per cent higher on occupational awareness than did a control group of students who did not participate in the program. Students in grades 9 and 10 who participated in the career education program scored significantly higher than the control group students on career maturity, attitude and competence measures.
- In Pinellas County, Florida, significant differences were found in the career awareness of students in grades 2-12 participating in a career education program compared to control group students.
- In Potlatch, Idaho, students participating in a career education program were found to score significantly higher than non-participating students on spelling and English tests as well as in the relationship between their stated career choices and their tested interests.
- In Santa Barbara, California, students were found to make significant gains on measures of career maturity and career competence after participating in career education.
- In Kershaw County, South Carolina, dropout rates were significantly lower and achievement in language arts were significantly higher in the group of students participating in career education than those not involved in career education.
- In Pontiac, Michigan, students participating in the career education program were found to possess greater occupational awareness, a more positive self concept and a greater interest in school than did control students.

The results reported here tend to be common among career education programs, although some reports show little difference between students who participate in career education and those who do not. Negative results in which control group students do better on selected objectives than students who have participated in career education, if they exist, are either not published or not known to me.

Some Criticisms and Rebuttals

Viewed against the rapid and widespread adoption of career education, criticism of the concept has been relatively rare. But there has been some criticism and some of the particular issues are persistent. These criticisms do not emanate from one group alone, but have been leveled at career education most frequently by some spokespersons in vocational education, in the liberal arts and among minority groups. The major categories of criticism seem to be the following:

Career education is a cosmetic title for vocational education. This criticism seems to have little basis in fact. It seems clear in virtually all instances that the

goals of career education are much broader than those of vocational education, that students in all curricula are being served, and that support for career education does not focus alone on student career preparation but on awareness, planning, self-identification and decision making as well.

Career Education has been largely paid for by vocational education funds. This criticism was accurate at the federal level through 1974. Since that time, however, the Education Amendments of 1974 and subsequent legislation have begun to provide categorical funding earmarked for career education which is totally independent of vocational education. At the local and state levels, much career education funding has occurred independent of vocational education funds.

Career Education is not adequately defined. Again, this was a valid criticism at the federal level through early 1974. In September 1974, however, USOE published an official paper on career education which defines it, states program assumptions and desired learner outcomes, and discusses tasks to be accomplished. Also in that year, the Education Amendments of 1974 (P.L. 93-380) became law and included a definition of the career education process.

Virtually all states and territories have now developed their own definitions of career education. In some instances, these are considerably more comprehensive than that of USOE, but, in general, these many definitions contain a large amount of commonality in their interpretation of career education.

Career Education stands in opposition to higher education and to intellectual activity. The rebuttal to this criticism takes several forms. One is that career education does not devalue higher education, but, rather, the blind choice of college as the only means to a worthy life. Most proponents of career education recognize the importance of postsecondary education in many occupations. But they believe that such education should be chosen because it is the most appropriate means to personally defined goals as compared with other alternatives, rather than because the individual does not know what else to do except to go to college.

A second position is that career education does not oppose intellectual activity but, rather, intellectual snobbery. Career education suggests that the range of human talent is wider than the verbal or abstract behavior to which schools typically give first priority. Thus, to value *thinking* about problems more than *solving* them or to value working with the mind more than working with the hands is to cause unnecessary separations among people and unrealistic status hierarchies.

Career Education subverts the liberal arts and the traditional concept of the "educated man." This criticism follows close on the previous one, but there is usually a slight twist in the issue. This criticism suggests that in its emphasis on strengthening the relationships between education and work, career education must de-emphasize or supplant other worthy education goals. Most career education advocates would say that there are many significant goals of education beyond those encompassed by career education. In addition, they would say that liberal arts is an appropriate field of study in relation to some educational goals and, indeed, to some careers. But to assume that liberal arts education is appropriate for all persons and all educational goals, career or otherwise, seems to ignore the range of individual talents and interests.

Career Education is a subterfuge intended to limit the occupational or social mobility of minority persons. If the intent were to track persons into a limited set of low level or entry-level occupations, or training which prohibits future educational opportunity, such a criticism would be valid.

On the contrary, career education seeks to help people gain perspective on the vast possibilities which make up the American occupational spectrum and to develop understanding of how they can choose, plan and prepare for preferred career patterns. In this sense, career education seeks to open up opportunities, not foreclose them; it does not advocate that certain choices should be made; but,

rather, it introduces persons to alternatives available, their possible relationships to personal characteristics and the ways by which personal plans can be made and implemented.

IMPLEMENTING CAREER EDUCATION IN YOUR STATE

Since career education has been so widely adopted in this country, it is not likely that any state or territory is without some type of career education activity in some local school district or community setting. It would be useful as a first step for State Board of Education members to visit such sites, observe the processes employed and discuss the rationale for the program with the persons involved.

A second step would be for State Board members to acquaint themselves with the status of career education in other states or as reflected in federal legislative activity. A major source of current information on the subject is USOE's Office of Career Education. This office has published many references which describe career education activity by state and territory. Such publications provide definitions; give examples of career education activity in LEA's at different educational levels; give recommendations for program development; and describe the status of legislative support for career education. (See Appendix for significant references.)

In addition to reviewing references on career education, the State Board might, thirdly, engage an expert consultant to provide a workshop for the Board and select officials of the state department of education. Appropriate workshop themes would include the conceptual bases, existing models, planning, techniques and processes, costs and pertinent criticisms.

A fourth step would be to appoint a career education coordinator within the state department of education. This person would be responsible for such tasks as supervising the development of a state plan for career education, needs assessments, demonstration projects, information dissemination, inservice and preservice training of local educational personnel, public relations, communications with business-labor-industry representatives and evaluative activities. In sum, this person would be a rallying point for the various career education efforts underway in the state or territory and the fulcrum for the systematic planning of statewide directions in career education.

A fifth step would be to establish a network of inservice efforts and other communication mechanisms by which administrators of teacher education programs and LEA's, local board of education personnel and representatives of labor, business and industry can become acquainted with, provide on-going input to and cooperate with state efforts in career education. As a part of this step, exposing these persons to demonstration or operational career education models will be useful.

If these steps are implemented, a deliberate and planned base for career education will have been laid. It will remain to evaluate and refine career education models, prepare persons to staff them and to communicate about successful and unsuccessful efforts.

Controlling and Justifying the Costs

The infusion of career education perspectives and activities throughout the educational structure from kindergarten through college and university work is not without cost. According to the National Advisory Council for Career Education, Washington, D.C., examples of initial areas of cost include the preparation, implementation and review of a state plan; employment of a state coordinator; statewide evaluation; special orientations and inservice workshops for school board members, school administrators, teachers and community leaders; inservice development of existing teachers, counselors and other instructional personnel; the

preparation of local career education coordinators; and the purchase of materials and resources.

These costs are likely to be highest when career education is initially introduced into a state or a local district. Their justification lies in the probability—if early research findings persist—that career education will:

- increase the relevance of schooling for many students;
- serve as a vehicle by which basic academic skills—reading, writing, mathematics—can be acquired;
- increase student planning and purpose in education;
- decrease student truancy; and
- within the limits of economic conditions and job opportunities available, facilitate the transition of students from school to work.

It is difficult to place a dollar figure on these outcomes. More important, perhaps, it is difficult to calculate the reduction of floundering and frustration which career education might cause to occur among students if its early premise continues to be fulfilled. In either case, the potential cost benefits of career education in economic and psychological terms seem to be substantial.

It is noteworthy that beyond the initial planning period, the major cost of career education is in the inservice of teachers, counselors and administrators. New buildings and new staff are not required to implement career education. As indicated previously, career education is not intended to be a new and independent curriculum, but, rather, a means to change existing curricula from within. Thus, a major concern is how to change attitudes and knowledge about learning styles, educational work and individual planning of educational experiences without restricting these by artificial barriers between curricula or school and community.

The control of costs associated with career education is a function of the quality of the planning involved. With a variety of models, goals, methods, materials and research emerging as career education efforts are implemented and tested in diverse settings, no state needs to rush randomly into this area. Purchasing materials and resources for career education without first clarifying what state goals should be served and without insuring that decision makers and educators understand their roles in this effort is short-sighted and costly.

Further, it seems likely that the many aspects of career education can be implemented through the reallocation of existing funds. For example, the expansion of career education to adult populations could be done through the use of funding for remedial manpower activities. Where career education efforts necessitate the expansion and modification of vocational education offerings, funding for these purposes already exists. Since many school districts now provide required inservice participation by their staff, the focus of such efforts—not their fiscal support—is the issue.

Each of these ways to finance aspects of career education is a current reality. The common requirement is their planned and coordinated use in the service of career education goals.

SECTION III

Action Alternatives

NASBE Staff Recommendations To State Boards

Contrary to what many think, few policy makers know what the term *career education* means. Dr. Herr's suggestion that virtually every state or territory has something called career education going on now is accurate. State Board members should become familiar with any such program currently operating within their state.

Beyond that, however, the State Board should consider lifelong learning, career education, the closer integration of vocational and liberal education, school/business linkages and the easing of barriers to granting high school credit for out-of-school work and community service activities as all part of career education.

If, as many hope, career education is to be the vehicle for secondary school reform and the vehicle linking the world of work to the educational process, then state level policy makers need to develop a statewide policy and plan which systematically and coherently moves toward those goals. We suggest the following as a variety of activities a State Board might consider:

- **Convene an advisory group** comprising several career education experts, several vocational educators, representatives from business, industry, labor and parents and teachers to define career education within your state and to outline a five- to ten-year implementation plan.
- **Convene key representatives of K-12, vocational, community college, higher education and Manpower Training (the Comprehensive Employment and Training Act of 1973, CETA) programs.** Then work out arrangements for developing cooperative career education and lifelong learning model programs within the state which allow community based coalitions of business, labor, educators and parents to cut across jurisdictional lines in designing and delivering local and regional programs.
- **Provide state level funds for five to 10 model career education programs** within your state over a five-year period, and validate the program results against whatever pre-agreed targets have been set in the original proposal.
- **Consider linking some career education programs** with on-going community education programs in an effort to promote career education curricula with substantial citizen involvement.
- **Convene a conference** of business people, union leaders, citizens and educators to discuss how the secondary schools could be redesigned to facilitate work/study and community social service opportunities for all high school students before they graduate.

We have not suggested here any easy or small undertakings. We challenge each of you, as the educational policy makers in the 50 states and six territories, to think big as you consider State Board activity focusing on career education. The concept is big enough and important enough to be the umbrella for both reforming the secondary schools and for linking the world of work (industry, business, labor) and the schools in ways not thought of before. □

SECTION IV
Appendix

Footnotes

[1]Cited by the U.S. Office of Education as among 11 conditions calling for educational reform.

[2]Kenneth B. Hoyt. *An Introduction To Career Education*. A Policy Paper of the U.S. Office of Education. DHEW Publication No. (OE) 75-00504. (Washington, D.C.: U.S. Department of Health, Education, and Welfare/Office of Education, 1975).

[3]Much of this section was adapted from Edwin L. Herr. *The Emerging History of Career Education*. A commissioned paper prepared for the National Advisory Council on Career Education, 1975.

[4]Adapted from *Career Education: The State of the Scene*, prepared by the USOE Office of Career Education, November 1974 and Robert L. Morgan, Mollie W. Shook and J. K. Dane, *An Anthology of 15 Career Education Programs*. Raleigh, North Carolina: Center for Occupational Education, North Carolina State University at Raleigh, 1973.

[5]*Career education: The State of the Scene* (Washington, D.C.: U.S. Office of Education, The Office of Career Education, November, 1974).

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Herr, Edwin L. *Review and Syntheses of Foundations for Career Education*. Columbus, Ohio: Ohio State University, 1972 (ED 059 402).

An overview of the historical antecedents, current social commentary and theoretical approaches related to career education.

Herr, Edwin L. and Cramer, S. H. *Conditions in Education Calling for Reform: An Analysis*. Monographs on Career Education. Washington, D.C.: U.S. Office of Education, The Office of Career Education, 1975.

Analyzes research and theory related to the 11 conditions which the U.S. Office of Education has suggested as the stimuli giving rise to career education and discusses how career education might affect these conditions.

High, Sidney, C., Jr. A national perspective on career education. *Journal of Research and Development in Education*. Vol. 7, No. 3, Spring, 1974.

Comprehensive analysis of the changing status of career education from its introduction in 1971 to 1974.

Hoyt, Kenneth B. *An Introduction To Career Education*. DHEW Publication No. (OE) 75-00504 Washington, D.C.: U.S. Department of Health, Education and Welfare/Office of Education, 1975.

Presents the official federal definition of career education, basic concept and program assumptions of career education, basic educational changes and reform conditions related to career education.

OE 00 3530

Hoyt, Kenneth B., et al. *Career education: What It Is And How To Do It.* (2nd Ed.) Salt Lake City, Utah: Olympus Publishing Co., 1974.

Examines current conditions of education and work relating to career education. Proposes elements and techniques appropriate to career education.

Morgan, Robert L., Shook, Mollie W. and Dane, J. K. *An Anthology Of 15 Career Education Programs.* Raleigh, North Carolina: Center for Occupational Education, North Carolina State University, 1973.

Case studies of 15 career education programs including their goals and objectives, program, administration, resources, program-community interaction and evaluation.

National Advisory Council for Career Education. *Interim Report With Recommendations For Legislation* (Washington, D.C.: The Council, November, 1975).

Discusses rationale, cost and recommendations for career education legislation.

U.S. Office of Education, the Office of Career Education. *Career Education, How To Do It.* (Washington, D.C.: The Office, October, 1974).

Describes exemplary techniques in career education developed by teachers and counselors across the country to achieve different goals.

U.S. Office of Education, the Office of Career Education. *Career Education: The State of the Scene.* (Washington, D.C.: The Office, November, 1974).

Lists definitions of career education and major activities by states. Includes major examples of career education K-12, postsecondary and beyond, collaboration of agencies outside the school in career education. □